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ABSTRACT

This paper presents a case study of a rural community exhibiting a dramatic turnaround in community support for a new school bond issue. Demographic change was partly responsible for the change in community attitudes, with two waves of immigration altering the long-term conservative orientation of this community. After a series of failed principalships, the appointment of a woman from the community who was willing to take action on a number of serious school and community problems put some former divisiveness to rest. In addition, effective school board and community leadership and state level policy changes altered the community educational climate. The paper examines the factors effecting this change in light of organizational theory, considering the case from the perspectives of structure, human resources, politics, and symbols. All causal factors are seen to create a complex web of circular, mutually interdependent relationships. The implication is that change is not necessarily caused by external conditions and even the distinction between external and internal influences may be arbitrary. The paper concludes that there is no quick, universal, or predictable way to improve rural education. Many factors influence the possibility of change in interactive and mutually causal ways, suggesting the need for differentiated and integrated strategies. This paper contains 18 references. (DHP)

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A Rural School/Community: A Case Study of a Dramatic Turnaround & Its Implications for School Improvement

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Policy makers at state and federal levels and concerned citizens continue to call for improvements in American education. Two very recent reports by leading scientific organizations and the National Governors Association (Burlington Free Press, 1989 & Shenon, 1989)) outlined their perceptions of serious deficiencies and call for significant changes. Others (Chubb & Moe, 1988), as well, suggest a need for dramatic restructuring or redesign of American schools. As well intended these calls for change maybe, it seems at best these advocates lack an understanding of the change process or at worst assume the last call for improvement will prevail over all the previous reports, legislative actions, and efforts at school improvement. A need seems to exist in furthering an understanding of how schools adapt to environmental pressures for change and what works at the school/community level. In other words, what makes it possible for schools and their communities to respond to these various reports and legislated actions and to embark on needed changes. Further, given the unique conditions of rural education when compared to urban-suburban education (e.g., higher levels of poverty, larger numbers of at-risk students, lower per student fiscal resources, larger percentage of dependent populations, and general

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isolation), the need to understand rural school/community change becomes even more critical.

The case study reported in this paper was designed to explore in some depth the change process of a rural school/community. This community, Valley View, offered promise in understanding rural school/community change because of a dramatic turnaround dramatized by the community's approval of a new school bond issue. It is true that communities across the U.S.A. are annually approving bond issues for new construction. So, this event in of its self is not noteworthy. However, when this decision is placed in a context of troubled school/community relations and previously perceived insurmountable problems, this event becomes more significant. Thus, this case situation provided opportunity to explore the following questions:

1. What factors contributed to this dramatic turnaround of community support for a new school bond issue?

2. Once these factors are determined, what interrelationship, if any, seems to exist between and among the factors?

3. Within the limitations of case study research, what, if any, implications does the experience of the school/community under study have for developing policies and/or strategies for improving rural education?

The remaining portion of this paper provides more background on the rural school/community studied, its findings, the theory that guided the case study analysis, and the implications of

these analyses for subsequent research and efforts at improving rural education.

Valley View Community

Valley View is situated in northeastern Vermont on the southwestern border of area described by Vermonters as the Northeast Kingdom. A term which over the years has come to denote an impoverish section of the state somewhat isolated from the economic and social development experienced in other parts of the state. And unfortunately, the term is often used pejoratively to described backwardness and people of lower social-economic status. Valley View, although on the border of the area, shares many of the characteristics of the Northeast Kingdom and has been subject to the same negative perceptions.

The community of Valley View sits in a small river valley which parallels a major state highway with a population of approximately 1200 people, has little or limited local job opportunities, and has been known for a high level of unemployment and numbers of families on welfare for several generations. As with the state as a whole, dairy farming at one time represented the major source of employment and income in the area. However, with the dairy buy-out program and lower demand for dairy products, the farms in this area have declined significantly (Carlson, 1988). As will be observed later in this paper, the declined of the number of farms impacted the community and school in a variety of ways.

Several persons described Valley View of the past as lacking

in a positive self image and often engaged in polarized politics. As one person described it, "Valley View seemed to epitomize the Hatfields and McCoys phenomenon." That is, in Valley View whenever one well known family supported an issue, another equally known family took an opposing stance. This ensured some level of debate and division over local issues especially those concerning the school. A condition that often resulted in impasse and neglect of important needs of the school.

More recently, in the last five years, the community has experienced a demographic shift. Many new families have moved into the area partly encouraged by lower land values, zoning requirements of only one acre lots, and no on-site sewage regulations. It is a common perception that these new families are more educated and see the importance of having a good school for their children. Population growth and shifts in employment opportunities have resulted in a larger percentage of local persons having to commute to other neighboring communities, in some cases up to 75 miles away.

According to the rural community typology developed by Nachigal (1982), Valley View can aptly be described as a community in transition. Many original community members have been forced to change their life styles or move away because of fewer opportunities to operate or work on a farm. Those who have chosen to stay have found ways to support themselves by operating auto repair jobs, carpentry, logging, or sought employment in neighboring communities. Added to mix of long term residents has

been recent move-ins which have come in two waves. The earlier in-migration occurred in the '60s by many who sought the simpler and back-to-earth life styles. These earlier new residents provided some stress between long term residents and new entrants. The next wave occurred in the early '80s and is continuing. It is this latter wave that in many ways shifted political influence away from the long term, conservative element of Valley View. In part, this second wave help set the scene for the "turnaround."

Valley View Elementary School

The Valley View Elementary School is located near the center of town and is a K - 6 facility whose original building was constructed around 1900. After the last one room school closed in the early '60s, all the children of Valley View and North Valley View were assigned to this school. It is basically a wooden frame structure which had one addition build in the mid 1970s. Up to a month ago and just prior to moving to their new school facility, the village school housed just under 140 students, grades Kindergarten through sixth grade. However, it was not until the early '80s that physical education was added to the curriculum and had to be conducted in the classroom or at the town hall, a quarter mile away. Further, it was not until the spring of 1985 that the Kindergarten program was approved and had to housed in a nearby church. Approximately one third of the students, as measured by the mother's education level, would be classified low social-economic status.

In the fall of 1982, the University of Vermont conducted a needs assessment study of Valley View and discovered many serious problems. Included in the list of concerns were inadequate space particularly for special subject classes and support services, low teacher salaries, low school budgets to support programs, very weak and negative school/community relations, and poor academic test performance (i.e., 80% of the students, average for three years, scored below the thirtieth percentile). In addition to these problems and subsequent to the needs assessment study, the school experienced major septic and fresh water problems. The following spring (1983), the principal was forced to resign and school/community relations dip to an all time low. A new principal brought some resurgence of hope, however, this person lasted two years before being forced to resign and again school/community relations became depressed. A sad and demoralizing condition for staff and community existed at the closed of the 1984-85 school year.

The Turnaround

From this all time low in school/community morale came a slow but irrevocable recovery over the next two years. Following the resignation of the second principal, a search was conducted during the summer of 1985. With some initial reservations[1], the

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1 Two concerns were discussed by the board of education. One concern was the hiring of another female administrator since the most recent principal was a woman and among many problems surfaced in her principalship was her strained relationship with male members of the school staff. The second concern was the implications of hiring a person whose mother was recently board president and defeated in a recent school board election.

board of education agreed to offer the principalship to a woman who grew up in the community and who had many relatives still residing in the community, including her parents. The board also converted the teaching-principalship position to nearly a full time administrative position. Late spring and through the early fall, a group of community members began a quiet but well organized campaign to garner community support for a new school bond issue. In October of 1986, by the slim margin of eight votes, the citizens approved the new school bond issue. This success, however, triggered a strong negative reaction among those who opposed the school bond vote and as it turned out, were successful the following January, 1987, by a similar slim margin of 9 votes, to force a recision of the previously successful school bond vote.

Just prior to the second vote and rejection of the school bond vote, the governor of Vermont made a visit and speech in Valley View promoting a funding plan for schools in Vermont. The pro-school bond group had hoped her appearance would prove helpful to their cause. However, this was not the case. In fact, at the town meeting in March and while the state legislature debated the governor's proposal, the community postponed to May a vote on the school budget pending the outcome of the newly proposed education funding bill.

The pro-school bond group struck upon a plausible strategy that they perceived would help their cause. They suggested, and the community approved, expanding the school board membership

from three to five members. And in the subsequent board election, two members of the school bond opposition group were elected to the school board and a third member of this group was narrowly defeated. This strategy brought the opposition within the inner circle and thus they were forced to confront the major school issues as accountable insiders rather than unaccountable, critical outsiders. A second break came to the pro-school bond group when the legislature approved increased state funding for annual operating costs[2] and reimbursement for indebtedness from 20% to 60%. To cap off the event, the governor was invited back to Valley View at which time she signed the new state funding legislation. Subsequently the new school bond proposal was expanded (added 1500 sq. ft. to original proposal) and a campaign was conducted over the summer and prior to the October vote. In October (1987), the new school bond passed by a margin of 35 votes.

While the community members were engaged in the debates and three major bond votes, the new principal was in the process of restoring confidence in the operation of the school. Soon after her appointment, she met with faculty and solicited input on concerns and needed improvements. She acted decisively on several bones of contention and quickly garnered support of the staff. She supported the school board's decision to buy their own buses (an issue of many community members who complained of frequent bus breakdowns and inordinate delays) and to install two

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[2] Valley View receives approximately 50% state aid funding.

way radio communications. Also, the principal addressed another troublesome issue that caused tension with the community which involved school visitation privileges. That is, previously, under the former principal, parents were discouraged from visiting the school and experienced some harassment. The new principal ended the sign-in procedures and openly invited parents and others to visit the school. To reinforce the desire for positive school/community relations, she initiated a monthly newsletter that was distributed to all members of the community. Within a short period of time the new principal established very positive relations with the staff, school board, and the community. The divisiveness that seem to be so much a part of the previous school/community experience had been, for all intents and purposes, put to rest. Much of this change grew out of the positive and effective leadership of the principal and the support of the faculty and staff.

Many factors seem to combine in the successful and final passage of the new school bond issue. Among them were, negative history, shifting demographics, effective school board and community leadership, educational leadership, and state level policy changes[3]. These factors seem to exist in a mutually causal relationship. Figure 1 provides a summary of these factors and their respective sub-factors. However, the listing

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[3] Not previously mentioned but during this same period of time the State of Vermont established a new set of public school approval standards which raised many questions about Valley View Elementary School's likelihood of compliance.

of factors and sub-factors does not provide a good sense of how these factors interacted with one another over time. The following explication of related organizational theory may help provide this needed perspective.

Insert Table 1 here.

Related Organizational Theory

Much of a person's daily experience is conducted within the environment of an organization. A workplace in which people direct energy towards a number of pursuits with some hope that these efforts, combined with the efforts of others, make a difference in the larger scheme of things. In schools, and particularly in small rural schools, these organizational experiences are very visible and often under the scrutiny of persons within and without the school. Visible as these daily organizational experiences may be, much can go unnoticed or can be difficult to interpret. What follows are perspectives that attempt to explain organizational dynamics and which may offer a plausible explanation for the phenomenal turnaround experienced at Valley View.

Bolman and Deal (1984) offer four lenses through which organizational behavior can be analyzed and influenced. They suggest the frames of structure, human resources, political, and symbolic as sufficiently broad enough to account for most influences on persons in an organization. Further, Bolman and

Deal would argue that no one frame can fully explain or impact desired changes without consideration of the other frames. Figure 2 provides a summary of each perspective and key questions that may be probed to ascertain the presence or absence of the elements within each frame. When taken as a whole, the comprehensive framework offers the possibility of a rich analysis of the events that, for example, contributed to the Valley View turnaround.

Insert Figure 1 here.

It should be kept in mind that although each approach identified in the framework appears discreet, these perspectives are highly related and interact with one another, as the following analysis will demonstrate.

Structural Lens

When the Valley View case is examined from a structural point of view, several structural changes occurred that contributed to the turnaround. For example, the expansion of the school board from three to five members was a structural change but also had political impact. As stated previously, this change had the net effect of dampening the criticisms of the school board and forced recognition of the problems facing the community. This example illustrates the point above that the placement of various changes within the respective frames is somewhat arbitrary and that these changes are closely

intertwined. While the change of the size of the school board was structural in nature, it had clear political implications and impact.

An additional change was the expansion of the principal's position to nearly a full time position. Previously the principal spend approximately thirty percent of his/her time in the classroom which precluded ample attention being devoted to concerns of the school and community members. Finally, the state level changes of funding and public school approval standards represented structural changes and had significant influence on Valley View's decision to build a new school.

Human Resource Lens

Application of the human resource lens surfaces several observations. For example, the newly appointed principal made a human resource agenda a high priority and visible commitment. During her interview and after her appointment, she indicated the importance of a humanistic approach in working with staff and community. One of her first acts was to invite the staff to a luncheon at a nearby restaurant at which time needs and solutions were discussed. She acted swiftly on these concerns and removed several troublesome situations. She has maintained this spirit of human interest and respect in her biweekly newsletter which recognizes students, teachers, and staff members accomplishments and contributions to the welfare of the school. There is clear and wide spread involvement of the staff in school matters and related decisions further reinforcing the human resource

approach.

Additional support for the human resource approach was evident in district wide inservice and curriculum development efforts. These opportunities enabled teachers to strengthen their teaching methods and to address weak areas of the curriculum, both of which were concerns raised by parents. Finally, it should be pointed out that the superintendent of schools also supported the human resource approach through his leadership style, coaching of the new principal, and his visible commitment to staff development pursuits.

Political Lens

It is clear from this case study that politics played an important role in contributing to the turnaround. The quiet and subtle politicking that swirled around the respective school bond votes was probably school/community politics at its best. There were two clear groups of citizens, one in favor of the bond issue and the other in apposition. The opposition to increased school expenditures, whether the school budget or new construction, held sway for a considerable length of time. A well conceived strategy and effective tactics effectively upset this balance of power and resulted in the first positive new school bond vote. And as often is the case in politics, one successful action engenders a strong, counter action. In this case, it was the successful effort at rescinding the first school bond vote. Although the recision vote was a set back for the pro-school bond group, it did not lessen their commitment and gave birth to the

idea of expanding the school board membership. A stroke of genius that a number of persons identified as extremely effective and pivotal to garnering more support for the pro-school bond issue. However, by itself may not have carried the day. Yet, when linked to other factors, particularly state aid changes, combined to have significant impact.

Symbolic Lens

According to Bolman and Deal (1984) and Frost et al. (1985) the culture of an organization and its symbols are more difficult to comprehend. Persons in organizations tend to go about their daily experience very often unaware of how the culture and its related symbols, stories, rituals, and beliefs influence their behavior. They simply take these for granted and do what seems natural. However, when taken from a broader and more distant point of view, the culture of a school and its community can be quite revealing. For example, when the school board decided to purchase its own school buses as opposed to continuing a contract arrangement, this contributed to local pride. As one parent stated it, "We now have our own buses with the name of Valley View printed in large letters on the side. I like seeing that."

Some caution is needed when suggesting a prevailing culture and implying that this is shared by many members of a social group. However, it is not uncommon for persons (e.g., teachers, parents, and citizens) living in rural areas to describe their school in terms of "family." That seems to be the case for many in Valley View and the family metaphor suggest a sense of

nurturing and caring for one another that has a way of taking the sharp edge off school/community conflicts. As one board member described it, "We may be in disagreement over the school bond issue but we try not to personalized these differences and when we are at the ball game we are cheering for our team together." Teachers talk about when another teacher is ill or a particular child may be having a rough day, that there is a visible concern shared and an effort to help one another out. Some of this mutual concern and caring is revealed in the school's mission statement, "Quality and equality - excellence for all."

There are many dimensions to a rural school/community's culture which influences, in very subtle ways, the beliefs and behaviors of its members. Valley View was no exception to this phenomenon and in many ways its culture provided again very subtle but sustained influence which eventually enabled the various sides on the school bond issue to accept a higher, more super ordinate goal of family unity.

The Bolman and Deal framework and accompanying lens provide a number of insights concerning the dramatic turnaround in Valley View, as portrayed in the analysis thus far. However, as powerful and comprehensive the four lens are in viewing an organizational experience, there are additional plausible areas of explanation not suggested by the Bolman and Deal framework. For example, the history of past experiences and its contribution to the life cycle of the Valley View school/community is not addressed. In addition, the Bolman and Deal framework at best

isolates a number of potential elements but does not provide a means of tracing the interactive effect of these over time. The notions of organizational life cycles, autopoiesis, and mutual causality, which follow, will fill these gaps.

Organizational History

Fullan (1982) includes history in his discussion of fifteen factors that influence educational change. He suggest that the history of past success with change efforts will have a positive influence on future change initiatives. However, Carlson (1985) found that accumulated past negative experiences in a rural school can also have a positive affect on future change efforts. The historical experience of a similar school/community appeared to have resulted in an influential number of persons expressing the feeling of "enough is enough." That is, they accumulated enough negative experiences so that there was a sense that it was time to turn things around, even if this necessitated compromising or being more assertive than normally would be the case. This phenomenon of near desperation becoming a motivator to act may in part be explained by the notion of organizational life cycles. According to Kimberley and Miles (1980) and Freeman (1982) organizations go through cycles of birth, growth, development, and decline. It is clear that Valley View was in an extended long term decline cycle and just about hit rock bottom. The turmoil of two forced principal resignations in a relative short span of time sprinkled frequently with petitions, negative votes, and an inordinate number of complaints were outward signs

environment is really part of itself" (p. 236). To fully appreciate the nature of the system, it is necessary to trace a circular pattern of interactions. Where these pattern begin or end is difficult to determine. In any regard, to better understand the Valley View turnaround, it requires a tracing of linkages and their spiraling interactions. Thus, making it very difficult to isolate a cause to an observed change. As Bateson (1972) suggests wholes evolve as complete fields of relations that are mutually determining and determined. Therefore, to isolate a school from its community, from its state, and from the larger society, is to overlook how the school manages variations in expectations for its operation. To understand what happen in Valley View from an autopoietic point-of-view, requires the identification of random changes that reverberated through out the various linkages or nested systems associated with Valley View school in a mutually interdependent manner. As Morgan states it, the notion of mutual causality "...requires that organizational members acquire a new way of thinking about the circular systems of relations to which they belong, and that they understand how these relations are formed and transformed through processes that are mutually determining and determined" (p.247).

Insert Figure 2 here.

Figure 3 illustrates the previously identified factors which influenced Valley View's successful turnaround in a mutually

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Figure 3 illustrates the previously identified factors which influenced Valley View's successful turnaround in a mutually

causal way. As can be observed, the factors are arrayed in such a manner to suggest how each factor influenced and/or was influenced. The diagram attempts to show the degree to which the factors influenced one another and whether the relationship was predominantly negative or positive[4]. This is not to suggest, however, that the factors presented cover all the possible influences or the various permutations of mutual influence. At best the interconnections shown begin to illustrate the notions of autopoiesis and mutual causality and as a consequence, begin to generate discussion of how school level changes may be influenced. It seems the conventual wisdom that the "voters only approved the bond after the new 'foundation' state aid was passed..." (Dunbar, 1989) is overly simplistic. At best the increase in state funding offers a partial explanation and does not properly reveal the complex web of circular relationships which are mutually interdependent. Hopefully, this discussion illustrates the importance of considering a greater number of factors from a perspective of mutual causality.

Possible Lessons to be Learned

Clearly the experience of one rural school/community does not justify dramatic changes in strategies for improving rural education. On the other hand, as this case so well illustrates,

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4 That is, borrowing from the theory of systems dynamics (Forrester, 1971 & Richmond, et al., 1987) that some influences tend to reinforce or maintain the existing direction of the behavior (e.g., the negative history reinforcing community & school board leadership) while other influences reverse the direction of the factor (e.g., shifting dynamics changing the direction of negative history).

a single change of increased state funding, not to deny its importance, can not of itself ensure local school improvements. As with preparing a meal for an honored guest, the quality of the food alone does not guarantee a memorable event. In any event, a few possible lessons are suggested.

First, as Richmond (1987) suggests, changes in systems can be understood by examining the system's characteristics following a triggering event. That is, often the nature of a system determines the response rather than the nature of the triggering event. For example, a boisterous bit of behavior in one classroom might result in the expulsion of the student involved whereas, in another classroom it is ignored or dealt with in an entirely different manner. Essentially the recalcitrant student is acting in the same manner in both classrooms but one classroom responds differently from the other. Again, there are potentially a number of explanations and influences for these differences. In the classroom from which the student is ejected, the attention is often directed at the student as the cause of the action taken by the teacher. In the classroom in which the student is ignored, the attention is primarily focused upon the teacher. In either case, at best only a partial understanding of the respective dynamics of the two classrooms is illuminated. An alternative analytical approach would be to examine the classroom as a system, its dynamics, and its interdependencies. This is not to deny the critical role of the teacher, however, the same teacher can and often does respond differently from class to

class. These different responses necessitates a more sophisticated analysis, particularly if an intervention is being considered.

The implication of systems dynamics is that changes are not necessarily caused by external conditions. Further, the notion of the separation between external and internal orientations tends to be arbitrary at times. Rather, the changes observed in a system result from the nature of the system[5] and how it adapts or does not adapt to triggering events. As in Valley View, accumulated negative experiences with the school and community motivated some individuals to work for a change. The school/community had qualities, such as indigenous leadership, that enabled it to embark on a series of efforts at improving the school.

Like it or not, there does not seem to be a quick, universal, or predictable way to improve rural education. As this case seems to demonstrate, many factors influence the possibilities of change in a very interactive and mutually causal way. These unique qualities call out for the development of more differentiated and integrated strategies. As Monk and Haller (1986) state it, "...our study of the problems in small rural

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[5] It may be obvious but an analog would be in explaining the breakage of a wine glass because it was dropped on a hard floor. No doubt the hard floor contributed to the breakage but was not the cause per se. A more accurate explanation would be that the glass broke because of the fragile nature of glass and thus could not absorb the hard blow. The breakage was not caused by being dropped on the floor but rather the intrinsic qualities of glass interacting with the floor. If the glass was made of pewter, for example, it would only have bent.

schools reveals considerable variation from one district to the next. That variation makes a single, standard solution chimerical" (p. 99). The case reported in this paper portrays the unique and subtle factors of one school/community as it coped with a range of serious problems.

Second, the Valley View experience does not undercut the cry of many for leadership at the grassroots level, particularly at the school superintendent's level (Stephens & Turner, 1988). Valley View simply and persuasively demonstrates that educational leadership transcends to some degree one position or person and needs to be linked with community leadership and other factors to be fully effective. The lesson suggested here is the need for educational leadership to appreciate the phenomenon of interdependence and the need to develop the capacity to identify helping forces.

Finally, there continues to be a need to study rural school change from a variety of perspectives. The case study method coupled with other forms of rural research may help in further identifying what seems to work in rural settings and why. A merging of the micro and macro observations may facilitate the development of workable strategies and theories aimed at rural school problems and subsequent improvement.

In any event, the Valley View experience offers hope to many desiring rural school change. Leadership both at the school and community levels, a sense of desperation, population shifts, and state support or policy changes, can combine to make rural school

change possible and in a desirable direction. How to put these ingredients together in a proactive way remains much like the pursuit of the Holy Grail, to be searched but probably not ever discovered. In the meantime, we can thank our lucky stars that Valley View exist and the laws of the status quo can be broken. Score one for optimism.

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Table 1: A List of Factors and Sub-factors Which Influenced the Valley View Turnaround

1.0 Negative History
- 1.1 Two unpopular principals and their forced resignations
- 1.2 Community complaints and petitions
- 1.3 School septic and water problems
- 1.4 Resentment towards out-of-towners
- 1.5 Teacher unionization
- 1.6 School physical plant deficiencies, e.g., no physical education or support services space

2.0 Shifting Demographics
- 2.1 Influx of back-to-earthers in the '60s
- 2.2 Influx of new families and persons who reflect a higher value for education in the '80s
- 2.3 Closing of farms and exodus of anti-school partisans
- 2.4 Emergence of a bedroom community and commuting to neighboring communities for employment
- 2.5 Minimal local zoning requirements
- 2.6 General economic improvements in the state and this region of the state

3.0 Community/School Board Leadership
- 3.1 Expansion of school board to five members and the election of anti-school bond partisans
- 3.2 Creation of a nearly full time (80%) principalship
- 3.3 Hiring of former resident as principal
- 3.4 Linkage of a variety of interest groups or persons who supported different school needs (e.g., Kindergarten, special classes, support services, etc.) to the school bond effort
- 3.5 Development of mutual respect among school board members
- 3.6 Purchase of local school buses

4.0 Educational Leadership
- 4.1 Removal of unpopular principals
- 4.2 Effective building level leadership by new principal
- 4.3 Coaching by and support of district superintendent
- 4.4 Staff inservice, curriculum and instructional improvement
- 4.5 Teacher support and leadership

5.0 State Level Changes
- 5.1 Increase in foundational level of state aid for annual budget
- 5.2 Increase in reimbursement for bond indebtedness (20% to 60%)
- 5.3 Establishment of new & more rigorous Public School Standards
- 5.4 Property tax rebate program
- 5.5 Governor's personal visits

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Figure 1:

META FRAMEWORK FOR ANALYZING ORGANIZATION BEHAVIOR

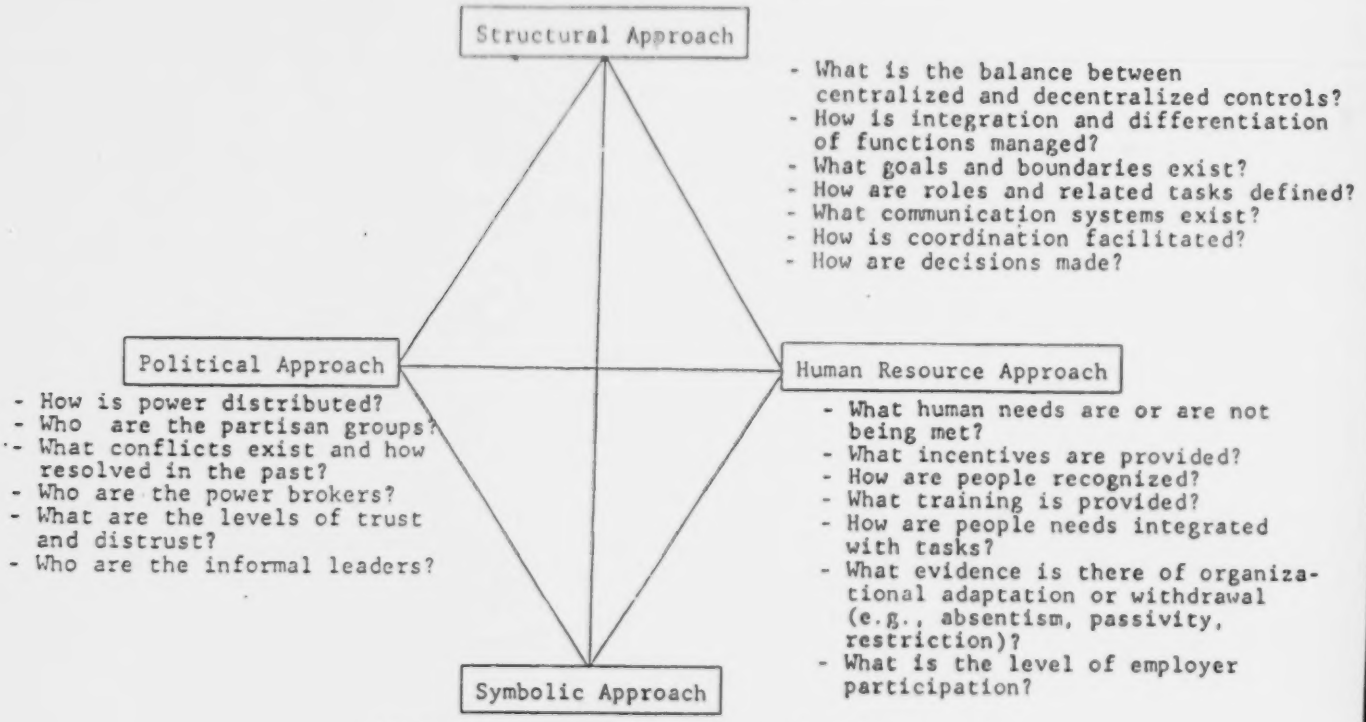
Structural Approach
- What is the balance between centralized and decentralized controls?
- How is integration and differentiation of functions managed?
- What goals and boundaries exist?
- How are roles and related tasks defined?
- What communication systems exist?
- How is coordination facilitated?
- How are decisions made?
Political Approach
- How is power distributed?
- Who are the partisan groups?
- What conflicts exist and how resolved in the past?
- Who are the power brokers?
- What are the levels of trust and distrust?
- Who are the informal leaders?
Human Resource Approach
- What human needs are or are not being met?
- What incentives are provided?
- How are people recognized?
- What training is provided?
- How are people needs integrated with tasks?
- What evidence is there of organizational adaptation or withdrawal (e.g., absentism, passivity, restriction)?
- What is the level of employer participation?
Symbolic Approach
- What are the organization's symbols?
- What rituals are practiced?
- What beliefs are exhibited?
- What myths or stories exist?
- What significance do people place on any of the above items?
- What are the underlying assumptions of the above?
- How does the above combine to define the organization's culture?

Figure 2: The Mutually Causal Relationships of the Major Factors Which Influenced the Valley View Turnaround